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Los Angeles County
Sheriff's Department

Personnel Study

Conducted For
The Service-Oriented
Policing Committee

August 22, 1991

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ASI Market Research, Inc.
Entertainment Division
2600 West Olive Avenue
Seventh Floor
Burbank, CA 91505
(818) 843-4400

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BACKGROUND

Here is a summary of the results of the survey conducted for the Los Angeles County Sheriff's Department by ASI Market Research. For this research, questionnaires (along with stamped envelopes addressed to ASI) were placed in departmental mail boxes of each employee. Approximately 11,000 questionnaires were distributed in this manner on or about January 10, 1991. Employees were asked to return them within 15 days.

By March 1, a total of 3,764 questionnaires had been returned and the rate of receipt slowed dramatically. Accordingly, the data-collection phase was stopped, generating an overall 34% rate of return. This report summarizes the results from those 3,764 documents.

	<u>N received</u>	<u>Rate of Return</u>
Sworn:		
Above Captain	26	68%
Captain	47	80%
Lieutenant	225	76%
Sergeant	576	60%
Deputy	1,858	30%
Total Sworn (includes Detectives)	2,895	38%
Civilian	801	23%

It is important to emphasize the March 1 ending of the data-collection phase. The Rodney King event occurred on March 3, just two days later. There is no doubt that this event has had an impact on the public's image of all Los Angeles-area law enforcement agencies. Although the Sheriff's Department was not implicated, it is likely that its employees have felt -- and will continue to feel -- repercussions in their contact with the public.

A note about race. The Sheriff's Department is predominantly Caucasian, and this is especially true among sworn personnel. In this survey, 80% of the sworn personnel are Caucasian, compared to only 48% of the civilian employees. Black employees are more than three times as likely to be civilian than sworn (19% vs. 5%), and Hispanics are also more likely to be civilian (19% vs. 11%). One practical implication in the analysis of these data is that it is difficult to separate effects based on race from those based on the sworn/civilian dichotomy. In most cases, race appears to have a generally weaker impact than the employee-class difference, and this report is written to reflect that fact. However, it should be noted that occasionally race has a stronger impact than employee class. These cases are noted in the text whenever they occur.

SATISFACTION WITH THE SHERIFF'S DEPARTMENT

In general, personnel are moderately happy with the Sheriff's Department. This overall assessment combines relatively high pride with moderately high job satisfaction and somewhat lower satisfaction with the Department.

Pride in the Department is high.

Respondents were asked directly to indicate how proud they are to work for the Sheriff's Department. Using a 1-to-9 scale (9 being "extremely proud" to 1 being "not at all proud"), 36% choose the highest point and a total of 59% circle either 8 or 9 on the scale. A total of 7% circle 1, 2 or 3. Respondents average 7.3 on the scale with no discernable difference between sworn and civilian employees.

Pride In Job:

*** Mean Values ***

<u>Sworn</u>	<u>Civilian</u>
--------------	-----------------

7.30	7.31
------	------

(Based on 9-point scale:

1 = not at all proud;

9 = extremely proud)

(Pride is associated with tenure, however, in a curvilinear relationship. People who have been employed by the Department for less than 2 years display more pride than do those of 2-10 years tenure. Pride increases regularly thereafter; those with over 20 years tenure score the highest on the scale, averaging 7.9. Pride increases with rank among sworn employees, from a low of 7.2 among deputies to a high of 8.7 among those above the rank of captain. Pride also changes with assignment. Administrators and investigators display the highest pride; those on patrol and on custody assignments display the lowest.)

Closely associated with pride in the Department is considering it to be better than other law enforcement agencies. Respondents were asked directly to compare it to other agencies. Using a 9-point scale extending from "one of the worst" to "one of the best," 60% circle either 8 or 9. Only 4% select a 1, 2 or 3. The average of all respondents on this measure is 7.4, with sworn personnel (7.5) slightly outpacing civilians (7.2).

Comparison to Other Law-enforcement Agencies:

*** Mean Values ***

<u>Sworn</u>	<u>Civilian</u>
--------------	-----------------

7.46	7.23
------	------

(Based on 9-point scale:

1 = one of the worst;

9 = one of the best)

Responses on the pride and comparison scales are highly intercorrelated ($r=.63$). Results on these two measures are very positive.

Pride has been shifting. Respondents were asked if their pride has been increasing or decreasing, and by how much. In general, pride has not been changing much. Overall, 43% of the employees say it has been staying the same. By a small margin, however, the

Has Your Pride In Working For The Sheriff's Department Been Increasing or Decreasing:

		<u>Sworn</u>	<u>Civilian</u>
Increasing A Lot	+5	5%	11%
	+4	17	22
Staying The Same	+3	42	47
	+2	25	14
Decreasing A Lot	+1	10	6

personnel whose pride has been decreasing (32%) outnumber those whose pride has been increasing (25%). Changes in pride are positively associated with assessments of pride; people who are more proud are also those who say that their pride has been increasing ($r = .62$).

However, it is important to note that the two classes of employees respond differently on this measure. On average, the pride of sworn employees has been decreasing while that of civilians has been on the rise. Looking at the proportions of employees whose pride has been shifting, 22% of the sworn say it has been increasing while 35% say it has been going down. In contrast, it has been rising for 33% of the civilians and dropping for only 20%. These differences are significant.

Even more importantly, pride has shifted for people with different amounts of time in the Department. The pride of people who have been employed for less than two years has been increasing (49%, vs. 11% decreasing), while that of people who have been with the Department five or more years has been decreasing (39%, vs. 18% increasing).

Satisfaction with current job is moderately high. When asked how satisfied they are with their current jobs, 19% indicate they are very satisfied by selecting a 9 on the scale. Another 18% circle an 8. At the other end of the scale, 14% express dissatisfaction by circling a 1, 2 or 3. With all responses combined, employees average 6.4 on the 9-point scale, clearly below the pride they express in the Department. Of course, higher job satisfaction is still associated with higher pride ($r = .41$). Not surprisingly, satisfaction increases among higher ranks of sworn employees; deputies average 6.2 on the scale, and the average scores increase smoothly from there. Sworn employees above the rank of captain average 7.5 on the scale.

Satisfaction With Current Job:

*** Mean Values ***

<u>Sworn</u>	<u>Civilian</u>
6.36	6.45

(Based on 9-point scale:

1 = very dissatisfied;
9 = very satisfied)

When assessed by job classification, sworn employees in patrol and custody assignments are the least satisfied with their jobs. Civilians in supervisory positions are the least satisfied with theirs.

Respondents were asked, on a free-response basis, the reasons they selected the level of satisfaction with their jobs:

A total of 60% chose 7, 8 or 9 on the scale indicating high levels of satisfaction. When asked why, these people most often say that they enjoy their jobs (31%), that they like their coworkers (17%), that they have a good or supportive boss (12%), that they like their work schedule (11%), that their job is challenging (11%) or that they like their work environment (11%). Very few of these people express any negative comments about their jobs.

One-quarter of the respondents circled 4, 5 or 6 on the job satisfaction scale. Not surprisingly, negative job comments are relatively common among members of this group. Three out of every ten complain about some aspect of their jobs, including 7% who focus on the lack of manpower and 5% who say that their job is not challenging. Two out of

every ten (19%) complain about the promotion process and another 19% complain about their superiors and/or the management of the Department. Interestingly, among the sworn members of this group, complaints about supervision/management come more often from longer employees than from ones with shorter tenure.

Lastly, as noted above, 14% of the employees express dissatisfaction by rating their jobs at the bottom of the scale (1, 2 or 3). These people complain about their jobs (35%) at rates no

<u>Why Are You...(Satisfied/Dissatisfied):</u>			
	60% (7,8,9)	25% (4,5,6)	14% (1,2,3)
Enjoy My Job	31%	10%	3%
Like My Co-Workers	17	1	2
Good/Supportive Boss	12	0	1
Like Work Schedule	11	2	1
Job is Challenging	11	2	1
Like Work Environment	11	2	0
Positive Regarding: Pay/Promotions	9	3	1
Negative Job Comments	7	30	35
Dislike Job	0	3	7
Lack of Manpower	2	7	5
Job Not Challenging	1	5	4
Job is Boring	1	3	4
In Job Against Will	0	1	4
Negative Management	5	19	34
Poor Leadership	1	4	7
Superior is Unsupportive	1	5	7
No Positive Reinforcement	1	3	5
Incompetent Superiors	0	2	4
Negative Promotions/Pay	5	19	27
No Advancement Opportunities	2	5	8
Promotion Based On Favoritism	0	3	6
Mandatory Custody Too Long	1	5	6
Negative Attitude	2	8	13
Low Morale	0	2	4

different from those who circled 4, 5 or 6. However, they are much more likely to complain about their superiors and/or management (34%) and about the promotion process (27%).

(A complete listing of the free-response comments to this question appears in the tabular data.)

Job satisfaction has also been shifting. When asked if their job satisfaction has been increasing or decreasing, the sample as a whole does not show much net movement. Thirty percent say their satisfaction has

been increasing, 38% say it has been staying the same and the final 32% say it has been decreasing. However, differences are again noted between sworn and civilian personnel. Sworn are more likely to be experiencing a decrease in job satisfaction, while civilians are more likely to be experiencing an increase. These differences are small but statistically reliable.

Change in Satisfaction with Current Job:

		<u>Sworn</u>	<u>Civilian</u>
Increasing A Lot	+5	7%	10%
	+4	21	23
Staying The Same	+3	37	41
	+2	22	14
Decreasing A Lot	+1	12	11

Satisfaction with the Department falls somewhat below job satisfaction. Most employees are satisfied with the Department. About one-half (53%) use 7, 8 or 9 on the scale to indicate the extent of their satisfaction. At the other extreme, 15% express dissatisfaction by selecting 1, 2 or 3. When all respondents are taken together, they average 6.1 on the 9-point scale, somewhat below the satisfaction they express with their jobs and far below the pride they feel toward their Department.

Satisfaction With Sheriff's Department:

*** Mean Values ***		
	<u>Sworn</u>	<u>Civilian</u>
	5.96	6.52
(Based on 9-point scale:		
	1 = very dissatisfied;	
	9 = very satisfied)	

Once more a difference is apparent between civilian and sworn personnel. Despite their differences in status, civilians (who average 6.5 on the scale) are more satisfied with the Department than are sworn (who average 6.0). In addition, differences in satisfaction are related to rank among the sworn. Satisfaction increases at higher ranks, from 5.8 among deputies to 7.6 among people with ranks above captain. An anomaly in this progression is the detectives who, by a small margin, are the least satisfied of any employee classification (5.7).

It is also possible to examine satisfaction with the Sheriff's Department by tenure. When this is done, it becomes clear that the most satisfied employees are those who have just joined it. Employees with less than 2 years duration average 6.9 on the scale. Average responses drop rapidly from there to a low of 5.6 among people who have served for 10-15 years.

The fact that satisfaction with the Department falls so far below pride in the Department is intriguing. (The difference is smallest among employees at the highest levels.) This gap is associated with perceived differences in the success with which the Department serves the community and its own employees. To a great extent, pride stems from employees' perceptions of the Department's image in the community, while satisfaction comes more from employees' personal reactions to the way they are treated.

The Department is perceived to be community-oriented but not employee-oriented. Respondents were asked how community-oriented the Department is, as well as how employee-oriented it is. They responded on 1-to-9 scales extending from "not at all" to "extremely."

The Department is clearly seen as community-oriented. Almost two-thirds of the respondents (63%) use 7, 8 or 9 on the scale, while only 8% circle 1, 2 or 3. When averaged across all respondents, these scores fall at 6.6 on the scale. There is a slight difference between sworn and civilian employees on this measure, with sworn personnel more enthusiastic about the Department's community orientation than are civilians. (Of course, sworn personnel are far more likely to have contact with people in the community than are civilian personnel.) Among sworn personnel, there are small differences in the Department's perceived community orientation as a function of assignment. People on custody duty and in administration (i.e., those with the lowest contact with the community) see the Department as less community-oriented than do others.

On the other hand, the Department is perceived to be far less successful in its orientation toward employees. Responses on the employee-orientation scale average 4.4, well below the midpoint. Only 22% selected one of the top three points on the scale, while 39% chose one of the bottom three. Although neither sworn nor civilian personnel could be construed as being enthusiastic about the Department's employee orientation, differences on this measure are large. Civilians average 5.0 on the measure, while sworn personnel average 4.2. Thus, civilians think that the Department is more oriented toward its employees

How Community-Oriented is the Sheriff's Dept.:

*** Mean Values ***

<u>Sworn</u>	<u>Civilian</u>
6.63	6.34

(Based on 9-point scale:

1 = not at all;
9 = extremely)

How Employee-Oriented is the Sheriff's Dept.:

*** Mean Values ***

<u>Sworn</u>	<u>Civilian</u>
4.18	5.03

(Based on 9-point scale:

1 = not at all;
9 = extremely)

than do sworn personnel. This could be a consequence of the civilianization process. Given the differences in job status, it is possible that civilians have lower expectations in this area as well.

Two other differences are also worth noting. First, among sworn personnel, higher ranks find a greater employee orientation than do lower ranks. Deputies average 3.9 on the scale, captains 5.6 and those above the rank of captain, 6.6. And second, a curvilinear relationship appears between length of employment and assessments of the Department's employee orientation. Recent hires average 5.6 on the scale, the highest of any grouping of tenure. These assessments drop with tenure and then rise; employees of between 5 and 15 years duration average only 3.8 on the scale while those who have been employed by the Department for more than 20 years average 4.7. Taken together, these results indicate that the Department appears to be moderately successful at helping new employees, but relatively unsuccessful thereafter except among people toward the top of the hierarchy.

Morale is low. One important consequence of the Department's perceived lack of concern toward its employees is low morale. On a 9-point scale extending from "poor" to "excellent," personnel average 5.0. Only 26% select one of the top three points, and 24% circle one of the bottom three.

Morale is lower for longer-term employees. Recent hires (those with less than two years tenure) average 5.8 on the scale; those with 5 or more years average 4.8.

As with many other measures, differences are encountered between sworn and civilian personnel in terms of morale. Civilian morale (averaging 5.4 on the scale) is slightly above that of sworn personnel (averaging 4.9), perhaps stemming from different reactions to the civilianization process. And among sworn personnel, morale is strongly affected by rank. The morale of detectives (averaging 4.5 on the scale) and deputies (averaging 4.7) is the lowest while the morale of people above the rank of captain is the highest (averaging 6.6). Again it should be emphasized, however, that morale, especially among people of lower status in the Department, is low.

Overall Morale:

***** Mean Values *****

Sworn	Civilian
4.89	5.38

(Based on 9-point scale:

1 = poor;
9 = excellent)

It is useful to examine the relationship morale has with other factors, in an attempt to understand this problem. Not surprisingly, morale is related to a number of other factors examined elsewhere in this report. Expanding access to training, improving the perception of fairness of the promotion process, increasing the speed with which departmental investigations are conducted (as well as several other factors) are all associated with morale. Improvements made to any of them should have the effect of improving morale. However, the factor most closely associated to morale is relations with management. Variables most strongly associated with morale include support from management ($r = .53$), communication

with management ($r=.50$), cooperation with management ($r=.53$), as well as ratings of the supervisory process ($r=.53$), the Department's employee-orientation ($r=.60$) and the effectiveness of the Department's chain of command ($r=.50$). Improving communication and support across the status hierarchy of the Department should have the strongest impact on employee morale.

THE GREATEST PROBLEMS FACING THE DEPARTMENT

On a free-response basis, respondents were asked for their perceptions of the single greatest problem facing the Sheriff's Department. Overall, 86% of the questionnaires received from sworn employees and 72% of those received from civilians contain responses to this question. Percentages that follow are based on those responding to the question.

Management is considered a problem by the largest number of employees. When asked to name the single greatest problem facing the Department, 31% of the sworn personnel name aspects of supervision and management. This category contains by far the largest number of criticisms among the members of this group. Topics singled out under the "management" rubric include poor leadership (8%), unsupportive superiors (4%), incompetent or unqualified superiors (4%), management that is out of touch (3%) and the existence of double standards for line employees and management (3%). Interestingly, complaints about management increase among longer-term employees.

Among civilians, management is mentioned in a negative light by 18%. Respondents stay with many of the same specific categories cited by sworn personnel. Civilians also mention poor communication (3%, especially by administrators).

Attitudinal and behavioral problems also receive prominent mention. One-third (32%) of the civilians surveyed who responded to the question cite employee attitudes and behaviors as the single greatest problem faced by the Department. Among civilians, attitudinal and behavioral problems appear to loom larger than all others. For example, 9% of the civilians complain that they are treated as second class by sworn personnel. (Interestingly, administrative personnel are the

Greatest Problem Facing The Department:

	<u>SW</u>	<u>CI</u>
Management	31%	18%
Poor Leadership	8	5
Supervisors Unsupportive	4	4
Incompetent Supervisors	4	2
Attitude	28	32
Low Morale	8	7
Corruption/Ethics	5	7
Civil Treated as 2nd Class	8	9
Job/Workplace	19	22
Lack of Manpower	6	9
Lack of Funds	5	5
Hiring Practices	19	10
Hiring Without Lowering Standards	15	7
Promotions/Pay	15	13
Promotions Based on Favoritism	4	4
Poor/Unfair Pay	3	4
Bad Public Image	7	5

(SW = Sworn; CI = Civilian)

most likely to lodge this complaint.) Another 7% cite low morale as the greatest problem facing the Department. Seven percent also complain about a lack of ethics or outright corruption in the Department.

Attitudinal and behavioral problems are mentioned by 20% of the sworn employees. Most often, they mention low morale (8%), but 5% also mention corruption or lack of ethics. People above the rank of captain are unlikely to mention these types of problems. Perhaps, as some accuse, management is out of touch. It is also possible that members of the Department's management are aware of these problems, but consider other types of problems to be of greater importance to the Department.

Resource problems are mentioned by relatively large numbers. These types of workplace-related problems are mentioned by about one in five (19% of the sworn and 22% of the civilian personnel). Commonly mentioned in this category are a lack of manpower (7%) and a lack of funds (5%). Again, resource-related problems are less likely to be mentioned by sworn personnel above the rank of captain than others.

Hiring practices are a concern among employees. Nineteen percent of the sworn employees and 10% of the civilians worry about the Department's ability to hire and retain qualified people. This includes large numbers (15% and 7%, respectively) who voice particular concerns about the prospective employee pool and how the Department can continue to fill vacancies without lowering its standards.

Promotion and pay issues also surface as concerns. A cluster of concerns regarding promotions and pay appear in response to the "greatest problem" question. Taken together, they come from 15% of the sworn personnel (which decreases as rank increases) and 13% of the civilians. Most of the promotion comments reflect a concern that promotions are based on factors other than merit (such as favoritism or quotas). Salary-related comments center around low pay and benefit cuts.

Smaller numbers of people make other comments. It is important to note that relatively few people think that the greatest problem facing the Department is something other than management, employee attitudes, resources, hiring practices or promotions and pay. For instance, only 5% of the respondents mention crime or other societal issues. This includes 2% who mention drug-related crime and 1% who mention gangs. Employees are relatively more concerned about the Department's public image (6%). In general, employee concerns center more around intra-departmental issues than issues of law enforcement.

A complete listing of the responses to this question appears in the tabular data.

COMMUNICATION, COOPERATION AND SUPPORT FROM OTHERS

Respondents evaluated the quality of communication channels and the magnitude of cooperation among nine different types of relationships within the Department. In addition, they evaluated the extent of support they receive from eight different groups.

Communication. Not surprisingly, the further apart respondents are from other employees in the hierarchy or in physical distance, the more difficult communication is between them.

At the positive end of the continuum, communication channels are good between coworkers within a unit. Respondents average 7.0 on the 9-point scale; only 4% mark a 1, 2 or 3. Sworn personnel (7.1) are slightly higher than civilians (6.9); perhaps the common training they receive brings them closer together or helps establish a sense of camaraderie.

Averaging 6.4 on the same scale, communication is not quite as good between respondents and their supervisors.

Respondents' perceptions of the quality of communication between their supervisors and the next level up are adequate, averaging 5.6 on the scale. These scores are not much different from evaluations of the communication within their units of assignment, which average 5.5.

Ratings of the perceived communication between executives and managers of the Sheriff's Department are low,

averaging 4.8 on the 9-point scale. This is a troublesome finding and indicates that respondents do not think that people in the highest echelons are talking to one another. Civilians score somewhat above sworn personnel on this measure (5.3 vs. 4.7). And it is not surprising to note that sworn employees above the rank of captain are positive, averaging 6.9 on the scale. In fact, the most negative are the detectives, who average only 3.7.

Ratings of the communication across the entire Department are also low (4.8), reflecting the differences in quality of communication between respondents and people close by and far away in the hierarchy. Again, civilians are somewhat less negative on this measure than are

Communication Effectiveness:

Between....	Mean Values	
	SW	CI
You and People w/Whom You Work	7.09	6.88
You and Your Immediate Supervisor	6.48	6.33
Your Supervisor & His Supervisor	5.59	5.79
Within Your Particular Unit	5.51	5.44
Executives/Managers of Sheriff's Dept.	4.68	5.34
Within Sheriff's Dept. as a Whole	4.62	5.30
Sworn and Civilian Personnel	4.56	4.58
Different Stations/Divisions/Units	4.17	5.10
You & Execs/Mgrs of Sheriff's Dept.	3.62	4.76

(Based on 9-point scales:

1 = poor;

9 = excellent)

(SW = Sworn; CI = Civilian)

sworn personnel (5.3 vs. 4.6).

Neither sworn nor civilian personnel are enthusiastic about the quality of communication between the two groups. Both average 4.6 on the scale.

Communication across different stations, divisions and units is best considered poor. On the scale, ratings of this type of communication average only 4.4, with civilians higher than sworn employees. It is possible that communication across these distances has deteriorated; although recent hires average 5.4 on the scale, longer-term employees average only a 4.0.

Communication between the respondent and the executives and managers of the Department is poor. It averages only 3.9 on the scale. Once more there are differences between civilians (4.8) and sworn personnel (3.6), and among the sworn, assessments generally improve with increases in rank. (Detectives again are the lowest on this measure, however, averaging only 2.9. Two-thirds of the detectives score a 3 or lower.)

Cooperation. The patterning of cooperation scores is strongly reminiscent of communication with the same parties. In fact, correlations across the two measures are never lower than $r=.64$, and more typically around $r=.8$. The central difference is that cooperation with others is better in all cases than is the quality of communication between them. In general, this pattern of responses indicates that employees care about the Department and others in it, but it is difficult to find appropriate channels to communicate.

Cooperation between coworkers is again higher than all others, averaging 7.1 on the scale. As with communication, there is a slight difference between sworn and civilian personnel, with sworn people a little more cooperative than civilians (7.1 vs. 6.9).

Falling second is the cooperation between respondents and their supervisors. These ratings average 6.6 on the 9-point scale, with little difference between groups.

Cooperation within the unit falls at 6.2, again with little difference between sworn and civilian personnel.

Between the respondents' supervisors and their superiors, perceived cooperation is a little lower although still adequate. It averages about 5.9, with little difference between civilian and sworn.

Cooperation Effectiveness:

Between...	Mean Values	
	SW	CI
You and People w/whom You Work	7.14	6.91
You and Your Immediate Supervisor	6.69	6.55
Within Your Particular Unit	6.24	6.09
Your Supervisor & His Supervisor	5.82	5.97
Within Sheriff's Dept. as a Whole	5.46	5.90
Different Stations/Divisions/Units	5.24	5.72
Sworn and Civilian Personnel	5.24	4.98
Executives/Managers of Sheriff's Dept.	4.96	5.71
You & Execs/Mgrs of Sheriff's Dept.	4.41	5.34

(Based on 9-point scale:

1 = poor;

9 = excellent)

(SW = Sworn; CI = Civilian)

Cooperation within the Department as a whole is seen to fall at approximately 5.6 on the 9-point scale. This is the first cooperation rating for which civilians (5.9) outpace sworn personnel (5.5).

Across different stations, divisions and units, cooperation averages 5.7 among civilians and 5.2 among sworn personnel. This is adequate although clearly not strong.

Between sworn and civilian personnel, cooperation averages 5.2. Sworn employees actually rate this cooperation across groups higher than do civilians by a small amount.

Perceived cooperation between the executives and managers of the Department is surprisingly low, averaging only 5.1 on the scale. Civilians are generally higher than are sworn employees on this measure while sworn employees above the rank of captain are the highest of all. Nonetheless, these scores fit well with the communication ratings above, and indicate that top management is not seen (at least by line employees) to be working together.

The lowest levels of cooperation are reserved for respondents and the Department executives. Averaging only 4.6 across the two groups, it is especially poor for sworn employees (4.4). As with the communication ratings, there are differences across rank among sworn, with detectives falling far below others (3.6) and otherwise increased cooperation between those of higher ranks and the executives. From these data, it is apparent that respondents most often place the cause of any cooperation problems with others (especially those removed from them in status) rather than with themselves.

Support. Using a similar 9-point scale, respondents examined the extent of support they receive from a number of sources within the Department. In general, support comes most strongly from coworkers.

Support from superiors falls below and support from top management is at the bottom of the list. Differences are relatively wide between sworn and civilian personnel on these measures.

The strongest support received by both groups is that from coworkers. Overall, respondents average 6.9 on the 9-point scale. Sworn employees are higher than civilians, however, 7.0 to 6.5. This may be another example of the camaraderie that exists among the sworn ranks. Support for coworkers appears particularly high among

Support Received in Doing Your Job:

From....	Mean Values	
	SW	CI
Your Co-workers/Peers	7.00	6.53
Those Working Under You	6.85	6.41
Sworn Personnel	6.38	5.57
Your Immediate Supervisor	6.19	6.10
Civilian Personnel	5.58	6.14
Other Units in Sheriff's Dept.	5.34	5.81
The Sheriff's Dept. Overall	5.23	5.64
Top Management of Sheriff's Dept.	4.38	5.22

(Based on 9-point scales:

1 = poor;

9 = excellent)

(SW = Sworn; CI = Civilian)

detectives (7.6) and people above the rank of captain (8.0).

Support from those working under respondents averages 6.8, again with sworn employees (6.9) better off than civilians (6.4). By relatively small margins, deputies (among sworn) and clerical help (among civilians) get the least support from those under them. Of course, there may be few people under members of these two job classifications.

In a ranking from highest to lowest amount of support, the third-highest scores differ markedly across the two groups. Among sworn personnel, the support obtained from other sworn employees falls third, averaging 6.4 on the scale. Among civilians, the support obtained from other civilians (6.1) ranks third. Each group considers the support they receive from the other group to be much lower (averaging 5.6 in both cases). Clearly, there are special problems that must be addressed in the interactions of members of these two groups of Sheriff's Department employees.

Support from immediate supervisors falls fourth in the hierarchies of both groups, averaging 6.2 for sworn personnel, and 6.1 for civilians. Interestingly, the support civilian supervisors receive from their superiors (averaging 5.7 on the scale) is the lowest of all rank or job categories.

Next is the support received from other units within the Sheriff's Department. Civilians give this type of support a 5.8, while, among sworn personnel, support from other units averages only 5.3.

Support received from the Sheriff's Department overall is low among sworn personnel (5.2) and slightly better among civilians (5.6). However, it seems clear that these levels indicate that neither group perceives that it receives much support.

Providing the least support for respondents is the Department's top management. Both groups give it their lowest scores: Among civilians support from the top averages a poor 5.2, while among sworn personnel it is a dismal 4.4. Not surprisingly, higher ranks of sworn improve on these scores substantially with people above the rank of captain averaging 7.3. Nonetheless, it is clear that line employees are left feeling unsupported by Department management.

Integrating these results. To summarize, cooperation is perceived to be stronger than communication in all cases. People have trouble finding open or appropriate communication channels. Within each unit, many channels of communication are open, while across units or vertically there are fewer communication channels. There is a clear camaraderie among sworn personnel (perhaps stemming from a common training) that does not exist among civilians. And there is evidence of strain between sworn personnel and civilians.

In general, these results indicate that, like many businesses, the support, cooperation and communication channels are better and broader among people closer to the respondents in the status hierarchy. It is typical for accessibility to drop across vertical and horizontal boundaries in all types of organizations.

However, it must be understood that, as a paramilitary organization, the Sheriff's Department has a strict command structure. In such organizations, severely limited accessibility to those above is traditional. While the freedom to disagree and to openly communicate with superiors is a valued job component in most businesses, disagreement with superiors is defined as insubordination in paramilitary organizations. In exchange, these organizations often have a tradition of higher ranks providing strong support for lower ones. This exchange appears to be breaking down in the Sheriff's Department. As noted in a previous section, management is currently considered a significant hindrance rather than a supportive influence. Both halves of this problem (improving access and increasing support from above) deserve attention. Both are centered around communication. Because of the Department's orientation, however, it may prove more practical to increase support of lower ranks than to improve access to the top.

CIVILIANIZATION

Civilianization is the ongoing process by which jobs previously handled by sworn personnel are being turned over to civilian employees of the department. A battery of questions was asked regarding the civilianization process.

Reactions to the idea of civilianization.

Civilians like the idea of civilianization; sworn personnel do not. When asked to rate the idea of the program, civilians average 6.7 on the 9-point scale. A total of 63% of the members of this group mark one of the top three points. However, sworn personnel average only 3.9 on the same scale. One-half circle a 1, 2 or 3.

Furthermore, within the sworn group, there is strong effect for rank. Lieutenants and above are far more supportive than are lower ranks (although still falling far below civilians). They average 5.5 on the scale, compared (for example) to deputies, who average only 3.5. At the very least, these results indicate that the benefits of the civilianization process have not been clearly communicated to the lower ranks of sworn employees. Since higher ranks are also not very enthusiastic about the plan, however, perhaps they are the source of some of this resistance.

Elsewhere we briefly examined some of the factors which have an impact on morale. Here it should be noted that evaluations of the idea of civilianization are also related to morale. Civilian employees, who are typically in favor of the idea of civilianization, tend to see higher morale in the Department than do sworn employees, who are typically less enthusiastic about the concept.

Reactions to the process of civilianization.

In general, no one is happy with the process of civilianization. Respondents were directly asked how well the process is working. On a 9-point scale extending from "not at all well" to "extremely well," respondents average only 4.5 on the scale. Again there are differences between sworn and civilian personnel on this measure. Sworn average only 4.2 on the measure, while civilians average 5.4. Nonetheless, even this higher number portends little support for the process.

Selected Ratings:

	Mean Values	
	SW	CI
Idea of Civilianization of the Sheriff's Dept.	3.88	6.67

(Based on 9-point scale: 1 = poor; 9 = excellent)

(SW = Sworn; CI = Civilian)

How Well Civilianization Process is Working:

	*** Mean Values ***	
	Sworn	Civilian
	4.22	5.43

(Based on 9-point scale:

1 = not at all well;
9 = extremely well)

In effect, civilians are unhappy because they see the process moving too slowly, while sworn personnel are unhappy because they see it as moving too fast. Respondents were also asked if too many jobs are becoming civilianized. Sworn personnel generally answer in the affirmative (6.4 on the 9-point scale), while civilians generally answer in the negative (3.3 on the scale).

Perceived quality of employees differs across classes and ranks. Respondents were asked to rate the quality and competence of both the civilian and sworn personnel with whom they work. They were also asked to rate the levels of respect and trust that they have for members of both groups.

Civilians see themselves and sworn personnel on equal terms; sworn personnel see civilians of lower quality than themselves. When rating the quality of civilian employees, civilians give civilian employees an average of 6.1 on the 9-point scale. However, sworn personnel give civilians an average of only 3.9 on the scale. In

contrast, in their ratings of the quality of sworn personnel, members of the sworn fraternity give their kind an average of 6.2 on the scale. Civilians give sworn personnel a 6.3 on the same scale.

Similar questions were asked regarding the competence of both types of employees. Civilians score themselves relatively well, averaging 6.3 on the scale. Sworn personnel score civilians an average of 5.1 on the same scale. However, when rating themselves, sworn personnel give themselves an average of 6.8 on the scale, somewhat above the 6.5 given them by civilians.

Are Too Many Jobs Becoming Civilianized:

*** Mean Values ***

Sworn	Civilian
6.36	3.26

(Based on 9-point scale:

1 = not at all;
9 = absolutely)

Selected Ratings:

	Mean Values	
	SW	CI
Competence of the Sworn Personnel You Work With	6.77	6.48
Quality of the Sworn Personnel in the Dept.	6.28	6.29
Competence of the Civilians You Work With	5.14	6.32
Quality of Civilian Employees in the Dept.	3.91	6.08

(Based on 9-point scales: 1 = poor; 9 = excellent)

(SW = Sworn; CI = Civilian)

Selected Ratings:

	Mean Values	
	SW	CI
Your Respect For Sworn Personnel		
You Work With	7.02	6.73
Your Respect For The Civilians		
You Work With	5.93	6.79

(Based on 9-point scales: 1 = poor; 9 = excellent)

(SW = Sworn; CI = Civilian)

Civilians have similar levels of respect for the two classes; sworn personnel have less respect for civilians than for themselves. Patterns of reaction are similar on the respect scales. Civilians give themselves average scores of 6.9 while sworn rate civilians at 5.9, one point lower. Ratings of respect for sworn personnel are more equal across the groups. Ranked employees give themselves an average of 7.0 on the scale, while civilians give them an average of 6.7.

Civilians have similar levels of trust for the two classes; sworn personnel trust civilians less than they trust themselves. The same pattern emerges in ratings of trust. Civilians' trust in the civilians they work with averages 6.2 on the scale; sworn employees' trust in civilians averages only 4.9. On the other hand, sworn trust the ranked employees they work with, averaging 6.8 on the scale, while civilian ratings of sworn cohorts averages 6.2.

Selected Ratings:

	Mean Values	
	SW	CI
Your Trust in the Sworn Personnel You Work With	6.83	6.22
Your Trust in the Civilians You Work With	4.93	6.21

(Based on 9-point scale: 1 = poor; 9 = excellent)

(SW = Sworn; CI = Civilian)

Higher ranks of sworn personnel are more positive toward civilians than are lower ranks. On all of the above measures, ratings of civilian personnel linearly increase with rank. The lowest ranks have the least positive reactions to civilians.

RATINGS OF CIVILIANS BY SWORN*



* - Based on a 9-point scale: 1 = poor; 9 = excellent.

In general, civilians see only small differences between themselves and the sworn personnel with whom they work. However, sworn personnel (especially those of lower rank) tend to look askance at civilians. In part this may be a less-than-desirable consequence of the camaraderie displayed by sworn personnel that appears throughout these data.

Interaction across classes is a problem. In a short battery of four questions, respondents were asked how fairly each class of employees is treated by themselves as well as by the other class.

How civilians treat sworn personnel.

Civilians say that they treat sworn personnel relatively fairly. On a 9-point scale extending from "not at all" to "extremely," civilians give themselves a 7.0. However, from the perspective of sworn personnel, they are treated only adequately by civilians. On the same scale, sworn personnel rate the fairness with which they are treated by civilians at only 5.7.

How Fairly Sworn Personnel Are Treated By:

	*** Mean Values ***	
	Sworn	Civilian
Other Sworn Employees	6.07	6.58
Civilian Employees	5.68	5.43

(Based on 9-point scale:

1 = not at all fairly;
9 = extremely fairly)

How sworn personnel treat civilians.

Sworn personnel give themselves an average rating of 5.4 on the scale in their treatment of civilians. Scores at this level are best considered adequate. From the civilians' perspective, however, they are treated unfairly. Civilians rate ranked personnel's treatment of them at only 4.6, below the midpoint of the scale.

How members of the same class treat each other. Classes of respondents do not differ from one another in their assessments of how fairly they are treated by their own kind. Sworn personnel say that sworn personnel are treated fairly by other sworn personnel, averaging 6.1 on the scale. Similarly, civilians say that civilians treat other civilians fairly, also averaging 6.1.

How Fairly Civilian Personnel Are Treated By:

	*** Mean Values ***	
	Sworn	Civilian
Other Civilian Employees	5.74	6.06
Sworn Employees	5.41	4.57

(Based on 9-point scale:

1 = not at all fairly;
9 = extremely fairly)

However, differences are noted across these groups. Civilians say that sworn employees treat themselves quite fairly, averaging 6.6 on the scale. On the other hand, sworn employees' assessments of how civilians treat themselves is only 5.7 on the scale. In essence, civilians perceive more of a camaraderie among sworn personnel than sworn personnel perceive among civilians.

In general, these assessments of interclass and intraclass interactions demonstrate that neither group feels particularly comfortable with the other. As the civilianization process continues, it may become more important for an organized intervention to facilitate positive relations between these groups.

QUALITY OF TRAINING

The training programs are favorably evaluated by employees. However, many display a concern over the extent to which the programs are available.

Academy training receives favorable reviews. Averaging 6.3 on the 9-point scale, members of both groups rate training at the Academy favorably if not in strongly positive terms. More than one-half circle the top three points on the scale. There is also a small effect for class of respondent, with civilians more positive about Academy training than are sworn personnel (6.5 vs. 6.3). This may stem from the fact that civilians do not get the benefit of that type of training.

Rating of Training Programs:

	*** Mean Values ***	
	<u>Sworn</u>	<u>Civilian</u>
At Sheriff's Academy	6.23	6.53
Provided by Dept.	6.07	5.79

(Based on 9-point scale:

1 = poor;
9 = excellent)

Department training falls only slightly below Academy training. On the same scale, respondent ratings of the training programs provided by the Sheriff's Department average 6.0. Interestingly, civilians fall slightly below sworn personnel in their ratings of these programs (5.8 vs. 6.1). Of course, both types of employees receive Department training.

Taken together, to civilians, Academy training (which civilians do not receive) is superior to departmental training (6.5 vs. 5.8), while sworn personnel find the two to be much closer in quality (6.3 for Academy training; 6.1 for departmental training).

The amount of training received is inadequate for many. Respondents were asked how much training they had received for their current position. This is an unusual scale, extending from "none at all" to "more than enough." Accordingly, any response from the midpoint up should be considered adequate. Nonetheless, 36% of the sworn personnel and 49% of the civilians circle 1 through 4 on the scale indicating that they feel undertrained for their current position.

Training Received for Current Position:

	*** Mean Values ***	
	<u>Sworn</u>	<u>Civilian</u>
All Respondents	5.19	4.61
Supervisors	3.85	3.77

(Based on 9-point scale:

1 = none at all;
9 = more than enough)

It is interesting to examine the amount of training received by current position and rank. For sworn personnel, the amount of training is the best for people on patrol and custody assignments (averaging 5.4 each on the scale, with only 31% of the people on each assignment circling 4 or below). Training is the least adequate for those serving in administrative capacities (averaging 4.1 on the scale; 57% circle 4 or below). Given these

results, it is not surprising that deputies feel better trained for their current assignments than do any of the ranks above them.

For civilians, administrators also feel the least adequately prepared (averaging 3.4 on the scale, with 68% circling 1 through 4). People in support services feel the most adequately prepared for their current jobs (5.1; only 39% circle 4 or below).

Many supervisors feel that they were unprepared for supervising others in their first supervisory position. Supervisors were asked how much training they received when they started supervising others. A total of 42% of the sworn personnel and 35% of the civilians supervise others (according to this self-report measure). The majority of members of each group (58% of the sworn and 62% of the civilians in supervisory positions) say that they were undertrained (by circling 1 through 4 on the scale). In fact, 24% of the sworn and 30% of the civilians say that they received no training at all.

Different types of jobs demand training from different types of trainers. When asked who should be responsible for training people in new assignments or positions, people in different jobs have differing opinions.

Among sworn personnel, there are large differences associated with rank. Deputies, sergeants and detectives indicate most often that the person previously in the position should train the new person. Lieutenants and above think that the supervisor should train the new individual. (There are no consistent differences associated with assignment among sworn personnel. For all five precoded classifications, more people think that the trainee's predecessor should be in charge of training.)

Who Should Be Responsible For Training

	SWORN									
	BY RANK					BY ASSIGNMENT				
	Det.	Sgt.	Det.	Lt.	Capt.+	Patrol	Const.	Admin.	Invest.	Court
Person Previously in Position	61%	45%	55%	27%	7%	38%	54%	48%	57%	51%
Supervisor	21	31	24	48	68	21	25	31	30	27

	CIVILIAN				
	BY ASSIGNMENT				
	Cler.	Super.	Admin.	Tech.	Supp.
Person Previously in Position	39%	27%	26%	35%	43%
Supervisor	46	44	48	46	37

Civilians, supervisors and administrators most often indicate that the trainee's new supervisor should be in charge of his or her training. The other classifications are split in their preferences, however, between supervisors and the people previously in the position.

MANDATORY TRANSFER PROGRAM

A short series of questions was asked about the Class 214 policy of mandatory transfer from custody to patrol. For this analysis we focus exclusively on sworn personnel; the policy does not extend to civilians.

Most sworn personnel consider the mandatory transfer program to be good policy. On a scale extending from "not at all good policy" to "extremely good policy," sworn personnel average 5.6. However, one-half of the members of this group (52%) circle one of the top three points on the scale. Although one-third of the sworn personnel denigrate the mandatory transfer program by marking a 1, 2 or 3, it is fair to say that most consider it good policy.

Mandatory Transfer Policy Rating:

*** Mean Values ***

Sworn	Civilian
-------	----------

5.63	6.15
------	------

(Based on 9-point scale:

1 = not at all good;

9 = extremely good)

When asked how fair the policy is (again on a 9-point scale, this time extending from "not at all" to "extremely"), most sworn respondents consider it fair. They average 5.8 on the scale. The top three points on the scale are used by 53% of the sworn personnel while the bottom three are used by only 29%.

The policy is the least popular among those who are the most affected. The group of employees most directly affected by the Class 214 policy consists of deputies. When asked if the mandatory transfer program is good policy, deputies average 5.4 on the scale, while all of the other sworn personnel (including detectives who may have a deputy rank) average 6.3. The difference between groups is highly significant. Similarly, when asked how fair the policy is, deputies average 5.4 while all others (again including detectives) average 6.5 on the scale.

Fairness of Sheriff's Dept. Policies:

Mean Values

SW	CI
----	----

Mandatory Transfer—Custody to Patrol	5.79	6.19
------------------------------------------------	------	------

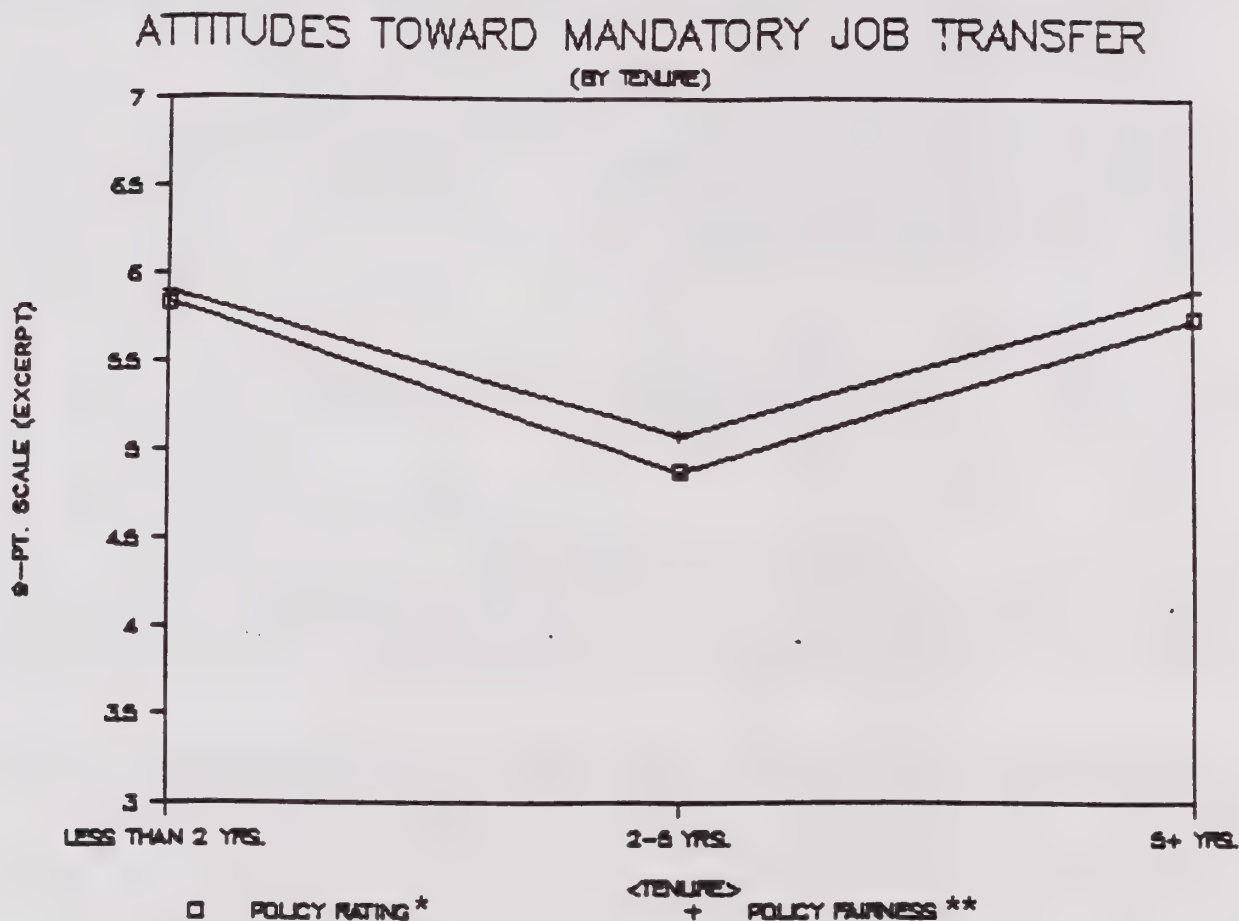
(Based on 9-point scale:

1 = not at all;

9 = extremely)

(SW = Sworn; CI = Civilian)

When broken down by length of employment with the Department, those who have tenure of between 2 and 5 years are the least happy with the policy. Again, these are the people who have been the most affected by it.



* - Based on a 9-point scale: 1 = not at all good policy;
9 = extremely good policy.

** - Based on a 9-point scale: 1 = not at all fair;
9 = extremely fair.

THE SUPERVISION PROCESS

In general, the supervisory process receives predictably low marks from Department personnel. It is seen as particularly ineffective at handling poor job performance.

Nonetheless, the process is not considered to significantly interfere with people's abilities to do their jobs. Current supervisors are favorably evaluated; former supervisors a little less so. Lastly, many civilian supervisors think that they lack authority to do their jobs.

Personnel are currently less than happy about the supervisory process. When asked to rate the supervisory process throughout the Department, both sworn personnel and civilians appear lukewarm at best. Using a 9-point rating scale, civilians rate the process an average of 4.9, just below the midpoint of the scale. Sworn personnel, on average, are slightly less charitable, rating it 4.6. However, differences in rank are associated with different evaluations of the process. Lieutenants and higher average 5.6, while line employees are substantially lower. Detectives are the most negative, averaging only 4.1 on the scale.

However, these ratings are negatively associated with years in the Department. Longer-term employees are more negative about the process than are shorter-term ones. (This relationship is not caused solely by sworn employees who have never made it beyond the rank of deputy or sergeant. Although long-term line employees are all more negative on this measure than are short-term ones, the correlation between process ratings and years of employment is the most strongly negative for people above the rank of captain, $r = -.35$.)

Ratings of the effectiveness of the Department's chain of command are closely associated with ratings of the supervisory process ($r = .58$). These variables appear to be closely linked in respondents' minds. Thus it is not surprising that ratings of effectiveness are also lukewarm. Among civilians they average 5.5 on the 9-point scale, while sworn personnel average 5.2. Again, however, managers score higher than do line employees on this measure.

Supervisory Process Throughout the Sheriff's Dept.:

*** Mean Values ***

Sworn Civilian

4.57 4.91

(Based on 9-point scale:

1 = poor;

9 = excellent)

Effectiveness of the Chain-of-Command:

*** Mean Values ***

Sworn Civilian

5.16 5.48

(Based on 9-point scale:

1 = poor;

9 = excellent)

Despite these low ratings, the supervisory process is best considered a minor problem. In the current cultural milieu (in which people have come to value independence and latitude), ratings of this nature are not unusual.

Respondents were asked (on a 9-point bipolar scale) if the command structure helps or hinders them in doing their jobs. Most ranks of sworn and job categories of civilians fall close to the midpoint of the scale, and the averages of these groups also hug the midpoint.

In fact, the only group of people for whom the command structure helps in their jobs are people above the rank of captain (who average 6.4). Furthermore, the correlation between this variable and job satisfaction ($r = .31$), while clearly positive, is relatively low, indicating that other factors are more closely related to satisfaction.

The Department is considered to be poor at handling poor job performance. Related important aspects of the supervisory process are the encouragement of quality work, and the discouragement of poor performance. When specifically asked to rate the way the Department addresses poor performance, respondents are decidedly negative. Large numbers of both sworn (57%) and civilian (48%) personnel circle one of the three lowest points on the 9-point scale, and the averages (3.4 for sworn and 3.9 for civilians) are definitely low.

Of course, it is not clear that any type of organization is good at this difficult task.

Most people think that they receive about the right amount of supervision. When asked whether they receive too much or not enough supervision, most respondents (54%) circle the midpoint of the scale, indicating that the amount of supervision they receive is about right. In fact, 70% circle a 4, 5 or 6.

Among the remainder, people are more likely to say that they receive too much (25%) than too little (5%) supervision. Again this may refer back to our current cultural milieu. Freedom has come to be valued by many in our society, and close supervision may chafe.

Effect of Chain-of-Command on Your Job:

*** Mean Values ***

Sworn	Civilian
-------	----------

4.79	5.13
------	------

(Based on 9-point scale:

1 = hinders a lot;

9 = helps a lot)

Management of Poor Performance:

*** Mean Values ***

Sworn	Civilian
-------	----------

3.40	3.93
------	------

(Based on 9-point scale:

1 = poor;

9 = excellent)

Amount of Supervision You Receive:

*** Mean Values ***

Sworn	Civilian
-------	----------

5.64	5.54
------	------

(Based on 9-point scale:

1 = not enough;

9 = too much)

Respondents think their supervisors have adequate authority. On a 9-point scale extending from "must always check" to "has ample authority," respondents were asked if their supervisors have enough authority to do their jobs. By circling one of the top four points on the scale, most (67%) say that their supervisors have at least adequate authority. Relatively few people (23%) circle a 4 or below.

Sufficiency of Authority:

	*** Mean Values ***	
	<u>Sworn</u>	<u>Civilian</u>
Your Supervisor	6.30	6.16
You as a Supervisor	6.13	5.14

(Based on 9-point scale:

1 = must always check;

9 = ample authority)

Most sworn supervisors appear to have adequate authority; civilian supervisors may not. People in supervisory positions were asked to rate their own authority on the same scale as in the previous section. Almost two-thirds (65%) circle one of the top four points on the scale, indicating that they may have adequate if not ample authority. Of course, one-third do not. In fact, one-quarter (23%) indicate that they must check too often (1-4 on the scale). These assessments are not different from those obtained from sworn personnel rating their own supervisors.

On the other hand, civilian supervisors have a different distribution. One-half circle one of the top four points on the scale, below the 65% obtained from sworn supervisors. Forty-one percent circle one of the bottom four boxes, indicating that they have too little authority. (In fact, the largest number of these say that they must always check, implying that they lack any real authority to do their jobs.) Civilians who think that they lack authority most often classify themselves as being in supervisory or technical positions.

Respondents' current supervisors are favorably reviewed. Current supervisors were evaluated in several areas. Generally, they are perceived as approachable (6.9 on the 9-point scale) and easy to communicate with (6.7). They are also perceived to be technically qualified for their current positions (6.7).

Current supervisors are slightly less likely to be considered managerially qualified for their positions (6.5), a result that fits

well with self-reports that supervisors consider themselves undertrained for their supervisory roles. Nonetheless, evaluations at these levels are still favorable.

Furthermore, supervisors are generally considered to be responsive to respondents' job-related needs (6.3) and personal needs (6.2). They are considered to be relatively effective

Your Supervisor(s) Qualifications:

Is He/She...	Mean Values	
	<u>SW</u>	<u>CI</u>
Approachable	6.98	6.84
Easy to Communicate With	6.71	6.68
Technically Qualified For Job	6.66	6.64
Managerially Qualified For Job	6.46	6.44

(Based on 9-point scales:

1 = not at all;

9 = extremely)

(SW = Sworn; CI = Civilian)

in dealing with people (6.3).

There are no consistent differences across class or job description on any of these measures.

Although it must be emphasized that these evaluations are indeed favorable, it is also the case that increased supervisory training should improve scores on all of these measures.

Former supervisors are reviewed somewhat less favorably than are current ones. On an overall measure, current supervisors are given ratings, on average, of 6.2 on the 9-point scale. Again these are best construed as favorable if not strongly positive. Respondents were asked to provide an overall rating of other supervisors for whom they have worked. Former supervisors average only 5.7 on the scale.

In our view, there are two reasons for the difference between overall ratings of current and former supervisors. First, a legitimate response to a poor situation is to leave it. Like any organization, the Sheriff's Department undoubtedly has better and poorer supervisors. Poorer supervisors are likely to have greater turnover than are better ones. All it takes is a few of these to bring down the average of the entire group.

Second, there is typically a distance gradient associated with evaluations of individuals. Most people appreciate (and work to appreciate) people with whom they closely work. After leaving a situation, however, they are less constrained by anticipation of future interactions and may become more objective (or less positive).

Responsiveness/Effectiveness of Supervisor

*** Mean Values ***

Sworn Civilian

Responsiveness to your needs...

Job-related	6.34	6.34
Personal	6.18	6.27

Effectiveness in...

Dealing with People	6.30	6.19
---------------------	------	------

(Based on 9-point scales:

1 = not at all;

9 = extremely)

Supervision Ratings:

** Means **

SW CI

Your Current Supervisor	6.24	6.08
Other Supervisors You Have Worked For	5.67	5.98

(Based on 9-point scale:

1 = poor;

9 = excellent)

(SW = Sworn; CI = Civilian)

THE PROMOTION PROCESS

Promotion Process within the Sheriff's Department:

*** Mean Values ***

<u>Sworn</u>	<u>Civilian</u>
3.07	3.85

(Based on 9-point scale:

1 = poor;
9 = excellent)

Your Possibilities for Promotion:

*** Mean Values ***

<u>Sworn</u>	<u>Civilian</u>
5.03	4.53

(Based on 9-point scale:

1 = poor;
9 = excellent)

One of the most significant problems uncovered by this research is the promotion process. Opportunities for promotion are considered to be relatively poor. More importantly, the entire process is considered unfair and perceived to be based on criteria other than merit.

Both sworn and civilian personnel find problems with the entire promotion process. Respondents were asked to provide an overall rating of the promotion process in the Sheriff's Department. Again using a 9-point rating scale, sworn personnel average 3.1 and civilians average 3.8. A total of 38% of the sworn personnel and 25% of the civilians circle the bottom point. One of the three lowest points is used by 63% of the sworn and 49% of the civilian personnel. These results are not caused by disgruntled employees who have gained few promotions. The only group averaging at the midpoint or better are the 26 people surveyed above the rank of captain (who average 5.4). Even captains average only 3.8.

There are few opportunities for promotion. One of the structural problems with the Department is that it is a very shallow pyramid. Statistics from the Department indicate that the budgeted number of sergeants is only 15% as large as the number of deputies; the number of lieutenants is only 30% as large as the number of sergeants; and the number of captains is only 20% as large as the number of lieutenants.

Given these odds, it is not surprising that sworn employees are unenthusiastic about the possibilities of their being promoted. On a 9-point rating scale, sworn employees average only 5.0. No rank averages above 6.0. For civilians, the opportunities for promotion seem poorer. They average only 4.5 on the scale, with no civilian job category averaging over 4.9.

In both groups, women perceive that their chances of being promoted are better than do men (4.9 to 5.8 for sworn, and 4.0 to 4.7 for civilians).

Most people think that promotions are not based on merit. The structural lack of opportunity for advancement must be troublesome in itself. However, employees of all ranks perceive that the process is based on inappropriate criteria -- that favoritism (or some other criterion perceived to be unfair) plays a large role.

Respondents were asked to place the promotion process on a 5-point scale, extending from "all favoritism" to "all merit." A word about the scale is appropriate here. Merit is an objectively identifiable term. On the other hand, "favoritism" can have different meanings for different people. One common definition is cronyism. However, a person who perceives that he or she has unjustly lost out on a promotion because of racial or gender quotas may also consider the process to be based on "favoritism."

On the scale, both sworn and civilian personnel fall at 2.6, below its midpoint. (In a just world, promotions would be based only on merit; favoritism should have no place in the promotion process.) Many people (45%) think that promotions are based equally on merit and on favoritism (or some other inappropriate criterion). Stated another way, only 14% of the personnel think that promotions are based more on merit than on inappropriate criteria. These results are not softened much by rank or job classification; almost one-half of the people ranked above captain find that favoritism plays at least as large a role in promotions as does merit.

Undeserving people are perceived to be promoted more often than are the deserving. Using a 9-point scale extending from "rarely" to "all the time," respondents were asked how often the most deserving people get promoted, and how often undeserving people get promoted.

Deserving people are perceived to be promoted relatively rarely. On the scale, respondents average 3.8, far below the midpoint. (There are large differences between ranks among sworn personnel on this measure. People of higher rank -- those who have been promoted -- are much more likely than people of lower rank to say that the deserving get promoted. Of course, this is to be expected, just as it is to be expected that people who have obtained few promotions are more likely to think that good people are left behind.)

Promotions Based on Merit or Favoritism:

*** Mean Values ***

	<u>Sworn</u>	<u>Civilian</u>
--	--------------	-----------------

	2.62	2.65
--	------	------

(Based on 5-point scale:

1 = all favoritism;

3 = half favoritism/half merit;

5 = all merit)

People Getting Promotions:

*** Mean Values ***

	<u>Sworn</u>	<u>Civilian</u>
--	--------------	-----------------

Undeserving People	6.21	6.13
Deserving People	3.75	3.97

(Based on 9-point scale:

1 = rarely;

9 = almost all the time)

However, the important contrast is with the other question, how often undeserving people get promoted. They are perceived to be promoted relatively often, and for most groups of respondents, far more often than the deserving. On the same scale, respondents average 6.2. Except for the 26 people above the rank of captain, all ranks of sworn and categories of civilian employees indicate that undeserving employees are promoted more often than are deserving ones. Among the civilian personnel, the averages on these measures are never even close.

Clearly, these perceptions should be reversed.

Department veterans say that their opportunity for promotion does not encourage them to work harder.

Respondents were directly asked if the opportunity for

Does Opportunity For Promotion Make You Work Harder:

*****BY TENURE*****		
<u>Less Than 2 Yrs.</u>	<u>2-5 Yrs.</u>	<u>5+ Yrs.</u>
6.67	5.72	4.28

(Based on 9-point scale: 1 = not at all; 9 = very much.)

promotion makes them work harder. They responded on a 9-point scale extending from "not at all" to "very much." Overall, sworn personnel average 4.6 on this measure, while civilians hold somewhat better perceptions, averaging 5.7:

For both groups of employees, large effects for tenure are present. More senior people are less likely to say that the opportunity for promotion makes them work harder. Recent hires average 6.7, and the average drops smoothly from there. Those who have 20+ years of service average only 3.8 on the scale. Of course, since only a few people (at least among ranked employees) can make it to the next step, it is not surprising that older people who have not made it higher would be the most bitter, or the least likely to be stimulated by the (remote) possibility of promotion. Thus some of the cause of the poorer responses on this measure is the structure of the Department.

The promotion process hurts morale.

When directly asked how the promotion process affects morale in the Department (on a 9-point scale extending from "hurts morale greatly" to "helps morale greatly"), respondents indicate that morale is hurt. Sworn personnel average 3.3 on this scale. Even the people above the rank of captain -- by a large margin the most positive among the ranked employees -- average only 4.3. Civilians react a little less negatively, averaging 4.5 on the scale. No job category averages above the midpoint, however.

Effect of Promotion Process on Morale:

*** Mean Values ***	
<u>Sworn</u>	<u>Civilian</u>
3.33	4.55

(Based on 9-point scale:

1 = hurts morale greatly;
9 = helps morale greatly)

As with the measure examined in the previous section, there is a very large effect for tenure on this measure. People who have been hired within the past two years are the most positive: They average 5.5. Average scores drop through the tenth year and level off thereafter at about 3.2 on the scale.

The results on this direct scale correspond well with a statistical analysis of the survey. Based on regression analyses, evaluations of the promotion process comprise one of the factors most closely associated with employee morale, bettered only by relations with management. Improvements in the promotion process should be associated with concomitant increases in employee morale.

Aspects of the promotion process differ in perceived fairness. The promotion process contains several components, including written exams, oral exams and appraisals of promotability. Reactions differ to these three components. All were examined on 9-point scales, extending from "not at all fair" to "extremely fair."

The written exams are considered generally fair. On the scale, respondents give the written exams an average score of 6.2. Interestingly, there are large differences between sworn and civilian respondents on this measure. Sworn give the exams an average of 6.3; civilians an average of 5.6. Of course the exams these two groups take are significantly different. Perhaps these differences can be attributed to perceived discrepancies in the care with which the exams are created.

Oral exams are seen as generally unfair. Using the same scale, sworn personnel give the oral exams an average score of 4.6, below the midpoint. People above the rank of captain are the only ones who score the oral exams to the right of the midpoint, at 6.4. Civilian personnel give the oral exams an average of 5.2. Supervisors and technicians are the most negative among the civilians, each averaging below the midpoint.

The appraisal of promotability is seen as strikingly unfair.

Sworn employees give the appraisal of promotability average scores of only 3.7.

Stated another way, only 22% of the ranked personnel respond above the midpoint of the scale.

As with many of the other measures in this research, the 26 individuals above the rank of captain respond differently from the other sworn personnel; they rate the appraisal of promotability at 5.8, still far from the ideal score but at least on the right half of the scale.

Fairness of the Promotion Process:

	Mean Values	
	SW	CI
Appraisal of Promotability	3.66	4.75
Overall Promotion Process	4.37	4.71
Written Tests	6.34	5.64
Oral Exams	4.58	5.20

(Based on 9-point scales:

1 = not at all;

9 = extremely)

(SW = Sworn; CI = Civilian)

Overall, the promotion process is seen as unfair. The combination of a relatively fair written test, a moderately unfair oral exam and a very unfair appraisal make for an entire process that is seen as unfair. Using the same scale as for the components, overall ratings of fairness average 4.4 for sworn personnel and 4.7 for civilians.

People who elect not to compete for promotions receive little recognition. When asked if the Sheriff's Department provides recognition for persons who elect to remain in one position, respondents answer in the negative. Using a 9-point scale extending from "no recognition at all" to "all possible recognition," the average across all respondents is 3.0.

Interestingly, one of the few statistical interactions between class of employee and gender appears in response to this question. Ranked women are slightly more likely to perceive recognition for remaining in one place than are ranked men (3.2 to 2.9), while civilian women are less likely than civilian men to perceive any such recognition (3.1 to 3.8).

Recognition for Remaining in One Position:

*** Mean Values ***

Sworn Civilian

2.96 3.32

(Based on 9-point scale:

1 = no recognition at all;

9 = all possible recognition)

DEPARTMENTAL INVESTIGATIONS

Departmental investigations also appear to be a source of negative affect, at least among those who have been investigated. In itself, this is not surprising. However, the number of people who have been investigated is so great, and the fallout so strong, that one is left wondering if the process accomplishes the goal of exculpating the blameless.

Ever Been Under Investigation by the Dept.:

	<u>Sworn</u>	<u>Civilian</u>
Yes	49%	6%
No	51	94

Being under investigation is commonplace among sworn personnel. One-half of the sworn respondents in this survey claim to have been under departmental investigation at one time or another. This includes 52% of the men, and only 25% of the women (perhaps because of their generally shorter tenure). Very few civilians (6%) claim to have been under departmental investigation.

The probability of being under investigation increases with length of tenure.

Only 5% of the recently-hired sworn personnel have been under investigation. This

Have You Ever Been Under Investigation:

	*****BY TENURE*****		
	<u>Less Than 2 Yrs.</u>	<u>2-5 Yrs.</u>	<u>5+ Yrs.</u>
Yes	5%	18%	58%
No	95	82	42

proportion increases to 18% among those who have served from 2 to 5 years, and then jumps to 50% of those who have served between 5 and 10 years. It increases further to 56% among those having 10-15 year tenure, and tops out at 62% of those who have served over 15 years. To a statistician, undergoing an internal investigation looks like a random process, with about 5% of the sworn personnel under investigation each year.

Those who have been under investigation are different from those who have not. Given the steadiness of the probability of being investigated each year (as well as the high proportion who have been investigated), it must be the case that a large number of investigations result in exoneration of the employee. Thus, many of these investigations should be harmless (leaving no long-term negative impact). However, people who have been investigated appear quite different from those who have not, in a number of areas. Thus, the mere fact of being investigated (irrespective of the outcome) appears to have a negative impact on the employee's attitudes and career.

It must be noted here that we did not ask what the outcomes of the investigations were and therefore cannot directly compare those who were exonerated from those who were not. Our interpretation is instead based on the sheer size of the population investigated and on the magnitude of the differences between these people and others.

Being under investigation is associated with decreased chances of being promoted above lieutenant. Probably because of the proportion who are recent hires, only 42% of the deputies have undergone departmental investigations. This compares to almost two-thirds of the sergeants, detectives and lieutenants. However, the proportion of captains who have been investigated drops to 53%, and the proportion above the rank of captain is only 46%. Thus it appears that being investigated, while not a hindrance for promotions to sergeant, detective or lieutenant, becomes one for promotions beyond that level.

Those who have been investigated are the most dissatisfied with the promotion process. On a number of variables associated with evaluations of the promotion process, people who have been investigated

differ significantly from those who have not. Those who have been investigated are less

Have You Ever Been Under Investigation:

BY R A N K.....					
	<u>Dep.</u>	<u>Sgt.</u>	<u>Det.</u>	<u>Lt.</u>	<u>Capt.</u>	<u>Above</u>
Yes	42%	63%	62%	65%	53%	46%
No	58	37	38	35	47	54

Differences Between Those Who Have Been Under Investigation and Those Who Have Not:

	<u>Investigated</u>	<u>Not Investigated</u>
<u>Promotions:</u>		
Does Opportunity For Promotion Encourage You To Work Harder?	4.2	5.2
How Does the Promotion Process Affect Morale?	3.0	3.9
How Fair is Appraisal of Promotability?	3.4	4.2
Rate the Promotion Process	2.8	3.5
Does the Department Recognize Those Who Do Not Compete?	2.7	3.3
<u>Civilianization:</u>		
Rate the Quality of Civilian Employees	3.8	4.7
Rate the Idea of Civilianization	4.0	4.8
Are Too Many Jobs Becoming Civilianized?	6.2	5.4
Rate the Competence of Civilian Employees	5.0	5.6
<u>Communication Outside the Unit:</u>		
Rate Communication Between Stations	3.9	4.6
Rate Communication Within the Department	4.4	5.0
Rate Communication Between You & Managers of Dept. ...	3.4	4.1

(Note: Scales vary by question.)

likely to say that the opportunity for promotion encourages them to work harder. They perceive the promotion process to have a greater negative effect on morale than do others. They find the appraisal of promotability to be less fair than do others, and they provide lower overall ratings of the process itself. All of these differences are predictable if employees perceive a negative impact on their promotability as the result of undergoing investigation.

Those who have been investigated also are less likely to think that the Department recognizes those who choose not to compete for promotions. It is possible that the stigma associated with being investigated causes employees to no longer compete for promotions; these people would then have heightened awareness of the Department's recognition of those who do not compete.

Those who have been investigated are the least enamored with civilianization. Undergoing an investigation appears to be associated with heightened perceptions of ingroup/outgroup differences. Those who have been investigated rate the quality and competence of civilian employees lower than those who have not. (This sounds very much like the psychological concept of dissonance reduction: Those who have been investigated may feel a decrease in status; it may therefore be necessary for them to denigrate civilians to even lower levels to maintain their sense of superiority over them.)

Perhaps because of their lowered perceptions of the quality of civilian employees, they rate the idea of civilianization lower than do others, and are more likely to think that too many jobs are being given over to civilians.

Those who have been investigated are the most likely to find fault with communication outside the unit. Undergoing a departmental investigation is associated with poorer assessments of communication with other divisions, units or stations; with the executives of the Sheriff's Department; and within the Department as a whole. One could imagine that these employees attribute their investigations to a lack of communication; it is also possible that their experiences of being under investigation lead to negative assessments of communication in the Department.

Undergoing departmental investigations leads to decreased pride in the Department. Four out of every ten people who have been investigated say that their pride in the Department is eroding; this is

Has Your Pride In Working For The Sheriff's Department Been Increasing or Decreasing:

		<u>Investigated</u>	<u>Not Investigated</u>
Increasing A Lot	+5	4%	6%
	+4	14	20
Staying The Same	+3	41	43
	+2	28	22
Decreasing A Lot	+1	12	8

significantly greater than the 30% of those who have not undergone an investigation. Again this perception makes sense if it is presumed that there is a stigma associated with being investigated and that many of those investigated perceive that there was no reason for their investigations.

The Department's internal investigation policy is not considered to be fair. Using

the 9-point fairness scale discussed in a previous section, respondents rated the fairness of the policy. Sworn personnel average 5.1 on the scale while civilians average 5.9. (Deputies and detectives are the least likely to consider this policy to be fair. Perceived fairness of the policy increases thereafter.) About one-third of the sworn employees (35%) circle one of the top three points on this scale, and 44% of the civilians do likewise. Nonetheless, this leaves a very large number of employees who do not consider the policy to be very fair.

Fairness of Sheriff's Dept. Policies:

	Mean Values	
	SW	CI
Internal Investigations	5.14	5.91

(Based on 9-point scale:
1 = not at all;
9 = extremely)

(SW = Sworn; CI = Civilian)

Investigations are not considered timely.

One further problem associated with departmental investigations is the length of time it takes to complete them. When asked if internal investigations are conducted in a timely fashion, most people answer in the negative.

On a 9-point scale extending from "not at all" to "extremely," sworn employees average 3.7 while civilians average 4.7. In both cases, these numbers are too low. There is a minor effect for having been under investigation:

Those investigated perceive the process to be less timely than do others (3.6 vs. 4.0), but even those who have never been investigated find the process to be too slow.

Internal Investigations Conducted:

	*** Mean Values ***	
	Sworn	Civilian
In a Timely Manner	3.68	4.70

(Based on 9-point scale:
1 = not at all;
9 = extremely)

DISCIPLINE

Two questions were asked about the Department's disciplinary policy: Is it fair, and are the standards reasonable.

The Department's disciplinary policy is not seen as very fair. Using the same scale of fairness discussed earlier, respondents were asked how fair the Department's disciplinary policy is. They answer at about the midpoint. Sworn personnel average 4.9 on the 9-point scale, while civilians average 5.5. Among sworn personnel, deputies and detectives are again the lowest on this measure.

Fairness of Sheriff's Dept. Policies:

	Mean Values	
	SW	CI
Discipline	4.92	5.51

(Based on 9-point scale:

1 = not at all;

9 = extremely)

(SW = Sworn; CI = Civilian)

To put these scores in context, fairness ratings of the disciplinary policy fall below those of the mandatory transfer policy and its internal investigations policy.

The Department's disciplinary standards are not seen as very reasonable. When asked how reasonable the Department's disciplinary standards are on a 9-point scale extending from "not at all reasonable" to "absolutely reasonable," respondents fall close to the midpoint. Sworn personnel average 5.0 on the scale, while civilians average 5.6.

S.D. Has Reasonable Discipline Standards:

*** Mean Values ***

Sworn Civilian

5.03 5.56

(Based on 9-point scale:

1 = not at all;

9 = absolutely)

STRESS AND FRUSTRATION

Stress is a common ailment among members of many policing organizations. A number of questions addressed the amount of stress in employees' jobs as well as in their personal lives. In general, they show that job-related stress is common, and that it spills over into employees' personal lives. However, they also show that people are positively affected by their jobs more than negatively affected.

Work-related stress is high. Job stress is common among members of the Sheriff's Department. When asked how much stress they experience in their work (on a 9-point scale extending from "none at all" to "a great deal"), 46% of the respondents circle 7, 8 or 9 on the scale. These people report experiencing a great deal of stress.

There are no differences between sworn personnel and civilians on this measure.

Large numbers of both groups experience a significant amount of stress in their jobs.

Stress You Personally Experience:

	*** Mean Values ***	
	<u>Sworn</u>	<u>Civilian</u>
At Work:	5.81	5.72

(Based on 9-point scale:

1 = none at all;

9 = a great deal)

Work-Related Stress:

By Tenure:	<u><2 yrs</u>	<u>2-3 yrs</u>	<u>5-10 yrs</u>	<u>10-15 yrs</u>	<u>15-20 yrs</u>	<u>20+ yrs</u>
	4.8	5.1	5.7	6.1	6.2	6.3
By Rank:	<u>Det.</u>	<u>Sgt.</u>	<u>Det.</u>	<u>Lt.</u>	<u>Capt. +</u>	
	5.5	6.3	6.3	6.2	6.4	
By Assignment (Sworn):	<u>Patrol</u>	<u>Custody</u>	<u>Admin.</u>	<u>Invest.</u>	<u>Court</u>	
	6.1	6.0	6.4	6.4	4.9	
By Job Class (Civilian):	<u>Cler.</u>	<u>Supv.</u>	<u>Admin.</u>	<u>Tech.</u>	<u>Supv.</u>	
	5.3	6.6	6.0	5.9	5.6	

(Based on 9-point scale: 1 = none at all; 9 = a great deal.)

However, within each group of employees, the amount of stress differs with tenure, rank and/or job classification. Work-related stress increases almost linearly from a low of 4.8 on

the scale for recent hires to a high of 6.3 among veterans of 20 years or more. Among sworn personnel, stress is lowest among deputies; it does not differ much across other ranks. By job classification, sworn employees with court or custody assignment and civilian clerical workers experience the lowest stress. The group of people reporting the highest stress levels, however, are the civilian supervisors.

Work-related stress has increased over the past year.

Respondents were asked if their stress level at work has increased or decreased in the last year. They responded using a 5-point scale, extending from

"decreased a lot" to "increased a lot." Many people notice no difference over the past 12 months (34%). However, one-half of all respondents say that their job-related stress has increased (51%). Only 14% say it has decreased. This relation holds for both sworn and civilian employees.

There are several possible reasons for this net increase in job-related stress. First, jobs in the Sheriff's Department could actually be more stressful than in the past. This could be caused, for example, by increases in violent crime over the past 12 months, or by decreases in the resources available to deal with these problems. Second, even if the jobs are not actually more stressful, they could be perceived as such. It is well-known that the effects of stress can be cumulative. A constant amount of ongoing stress could lead to increasingly large reactions. (This latter reason would also help explain why deputies feel less stress, on average, than do higher ranks.) Most likely, both of these explanations are operative in these data.

Work-related stress spills over into personal lives. Respondents were asked about stress in their personal lives, and the relationship between stress in their jobs and stress in their personal lives. In general, work-related stress spills over into personal lives more than personal stress spills over into their work.

Change in Your Work Stress Level Over The Past Year:

		<u>Sworn</u>	<u>Civilian</u>
Increasing A Lot	+5	20%	20%
	+4	32	27
Staying The Same	+3	34	36
	+2	9	10
Decreasing A Lot	+1	4	5

Stress You Personally Experience:

	*** Mean Values ***	
	<u>Sworn</u>	<u>Civilian</u>
At Work	5.81	5.72
In Your Personal Life	4.51	4.64

(Based on 9-point scale:

1 = none at all;
9 = a great deal)

Stress at home is lower than stress at work.

In addition to being asked how much stress they experience at work, respondents were asked how much stress they experience in their personal lives.

While (as noted above) 46% say that they endure a great amount of stress on their jobs, only 18% display the same levels of stress at home.

Two variables examined in this survey that are exogenous to the Sheriff's Department are associated with heightened stress at home. The first is being separated from a spouse, and the second is being a parent. Each of these is strongly related to stress at home.

Stress at home is either increasing or not changing. Respondents used the same 5-point scale discussed above to assess the extent of change in stress in their personal lives. Stress is increasing at home as well as at work, albeit more slowly. About one-half of the respondents (46%) say that their home-related stress has remained the same over the past year. Among the remainder, however, more people have noticed an increase (36%) than a decrease (18%).

Work-related stress affects personal lives more than personal stress affects work. One of the reasons for the increase in personal stress is spill-over from work. Job-related stress is fairly closely aligned with personal stress ($r = .27$). Although this correlation could come from either direction, it is likely that the spill-over moves more often from the job to the home because job-related stress is so much greater.

Furthermore, respondents were directly asked how much stress their work creates in their personal lives and how much stress their personal lives create in their work. They answered using 9-point scales extending from "none at all" to "a great deal." Their answers corroborate our intuition. Both sworn and civilian employees say that work-related stress spills over into their personal

Change in Stress Level of Your Personal Life Over The Past Year:

		<u>Sworn</u>	<u>Civilian</u>
Increasing A Lot	+5	11%	12%
	+4	27	19
Staying The Same	+3	45	48
	+2	12	13
Decreasing A Lot	+1	5	8

Amount of Stress/Strain Created:

	<u>*** Mean Values ***</u>	
<u>By Your Work:</u>	<u>Sworn</u>	<u>Civilian</u>
In Your Personal Life	5.20	4.34
<u>By Your Personal Life:</u>		
In Your Work	3.15	2.95

(Based on 9-point scale:

- 1 = none at all;
- 9 = a great deal)

lives (5.2 and 4.3, respectively, for sworn and civilian) more than personal stress spills over into their work (3.1 and 2.9).

Higher job-related stress is associated with increased job frustration. An important consequence of stress is frustration.

Respondents were asked for the extent of their frustration in their jobs using a 9-point scale from "none at all" to "a great deal."

One-half of the sworn employees circle a 5 or above on the scale, indicating at least moderate levels of frustration. Fewer civilians (38%) make use of the same points.

However, the correlation between job-related stress and frustration is relatively high for each group ($r=.36$ for sworn and $r=.42$ for civilians). Personal stress is uncorrelated with job frustration ($r=.05$ for sworn and $r=.11$ for civilians).

Interestingly, Caucasians express greater frustration in their jobs (averaging 4.6 on the scale) than do ethnic minorities (who average 3.7). In a statistical sense, this effect is more reliable than the difference between sworn and civilian personnel.

Despite the stress and frustration, people are positively affected more than negatively affected by their jobs. There is no doubt that stress and frustration have a negative impact on job satisfaction and even mental health. However, when asked the extents to which their jobs positively and negatively impact their lives, the amount of positive impact (6.6 and 6.1 on the 9-point scale, respectively, for sworn and civilian) clearly outweighs the negative impact (3.7 and 3.1).

Selected Job Ratings:

	Mean Values	
	SW	CI
You Are Frustrated in Doing Your Job	4.49	3.77

(9-point scale: 1 = not at all; 9 = a great deal)

(SW = Sworn; CI = Civilian)

Selected Job Ratings:

	Mean Values	
	SW	CI
Your Job Positively Impacts Your Personal Life	6.63	6.08
Your Job Negatively Impacts Your Personal Life	3.66	3.12

(9-point scales: 1 = not at all; 9 = a great deal)

(SW = Sworn; CI = Civilian)

ATTITUDES TOWARD WORK

Respondents answered a short battery of questions regarding their attitudes toward their jobs. They also indicated if they were planning to continue their careers with the Sheriff's Department and whether or not they had considered leaving in the past two years. In general, these results indicate that people are happy being with the Sheriff's Department and especially with their jobs. Significantly, they feel that they are doing important work.

People are dedicated to their work. Using a 9-point scale extending from "not at all" to "a great deal," both sworn and civilian personnel express strong dedication (7.9 on the scale). Almost nine out of every ten respondents (88%) circle one of the top three points on this measure.

They are secure in their jobs. Sworn personnel express slightly greater security in their jobs than do civilians (7.7 to 7.4), but both numbers indicate a great deal of perceived security. Over three-quarters of the respondents (85% and 76%, respectively) use one of the top three points on this measure.

They feel their jobs contribute to society.

Sworn personnel average 7.5 on the scale and civilians average 7.1, but both indicate that their jobs contribute to society. Eighty percent of the sworn personnel and 72% of the civilians mark one of the top three points.

They enjoy their work. Differences between sworn and civilian personnel are small on this measure; sworn average 7.1 and civilians average 7.2. In both cases, seven out of every ten respondents uses one of the top three points on the scale.

Boredom is relatively low. On the same scale, respondents indicate that boredom with their jobs is relatively low. Among sworn personnel, it averages 3.8 while among civilians it is 3.5. (Within the ranked group, boredom is greatest among deputies. It is lowest among detectives and captains.)

Selected Job Ratings:

	Mean Values	
	SW	CI
You Are Dedicated to Your Work	7.85	7.95
You Are Secure in Your Job	7.70	7.36
Your Job Contributes to Society	7.49	7.11
You Enjoy Your Work	7.03	7.20
You Are Bored in Your Job	3.78	3.51

(Based on 9-point scales:

1 = not at all;

9 = a great deal)

(SW = Sworn; CI = Civilian)

Most people plan to continue their careers with the Sheriff's Department. Using a 9-point scale extending from "definitely will not continue" to "definitely will continue," respondents provided an assessment of their future employment intentions with the Department. Most people plan on staying. Respondents average 7.4 on the scale, with three-quarters (74%) marking one of the top three boxes.

Nonetheless, a total of 44% have considered leaving within the past two years. Deputies and civilian supervisors are the most likely to have considered leaving.

Those people who have considered leaving the Department were asked why. One-half of the civilians (48%) considered leaving because of poor or unfair pay (23%) or poor advancement opportunities (19%). About one-third of the sworn personnel (31%) make similar complaints about pay (10%) or advancement opportunities (5%), but it seems clear that these types of problems are felt more acutely by civilians than sworn. Another 11% of the civilians complain that civilians are treated as second-class citizens.

Other reasons given for considering leaving the

Department are more equal across the groups. One-fifth of the members of each group (21% of the sworn and 19% of the civilians) decry the Department's current management. Similar proportions (16% and 23%, respectively) complain about aspects of their jobs or the

Considered Leaving Sheriff's Dept.:

(In Past 2 Years)	Sworn	Civilian
Yes	44%	41%
No	56	59

Why Did You Consider Leaving The Department:

	SW	CI
Promotions/Pay	31%	48%
Poor/Unfair Pay	10	23
Poor Advancement Opportunities	5	19
Promotions Based on Favoritism	6	6
Benefit Cuts	3	5
Unfair Promotion Practices	3	4
Management	21	19
Superiors Unsupportive	7	7
Poor Leadership/supervision	3	4
Job/Workplace	16	23
Dislike Work Schedule	4	5
Stress/Pressure/Burnout	3	5
Lack of Manpower	2	5
Attitude	15	23
No Recognition For Good Job	4	5
Low Morale	4	4
Civilian Treated as a 2nd Class Citizen	0	11
Dislike Los Angeles Area	11	3
Long Commute	11	3
Want To Retire	7	1
Need Better/More Affordable Housing	5	1

(SW = Sworn; CI = Civilian)

workplace. Smaller proportions register other types of complaints: 11% of the sworn personnel (and 3% of the civilians) say that they dislike the LA area and identical proportions complain about the length of their commute to work.

As with other open-ended responses, other types of response are given by smaller numbers of people; complete listings appear in the tabular data.

ATTITUDES TOWARD THE PUBLIC

Among sworn personnel:

Contact with the public decreases as rank increases. Detectives have the most contact with the public by a large margin. Deputies fall second on this measure, probably because a large proportion have custody duty. Sergeants have less contact with the public, and lieutenants less than that.

<u>Public Relations:</u>						
	*****BY RANK*****					
	Dep.	Sgt.	Lt.	Capt.+	Detect.	Civilians (All Cat.)
Amount of Contact With Public	6.20*	6.06*	5.54*	5.63*	7.83*	4.51*
Amount of Respect Towards Public	6.51**	6.93**	7.38**	7.62**	6.66**	7.00**

* - Based on 9-point scale: 1 = none at all; 9 = a great deal.
 ** - Based on 9-pt. scale: 1 = don't respect public at all; 9 = respect public a great deal.

Respect for the public increases as rank increases. It is interesting to note that the sworn groups having the most contact with the public (deputies at 6.5 and detectives at 6.6) are the ones expressing the least respect. Respect for the public generally increases with rank. Perhaps employees who show the greatest respect for the public are the most likely to be promoted. Alternatively, having greater contact with the public (especially if focused mostly on lawbreakers) could conceivably depress people's respect.

Perceptions of function change with rank. Respondents were asked if their primary function is to arrest criminals, to serve the public, both, or to serve the Sheriff's Department. Detectives are the least equivocal in their responses; 78% say that their function is to both serve the public and to arrest criminals. Only 7% say it is to serve the Department.

Other ranks are more mixed in their responses. However, about one-half of the managers (lieutenants or better) say that their function is to serve the Department.

When examined by assignment, consistent differences appear among ranked personnel. Less than one out of every five patrol (16%) and investigative employees (18%) think their job is to serve the Department. However, the majority of people in custody (56%) and administration (65%) hold this view.

Civilian personnel compared to sworn personnel:

Civilians have more respect for the public than do lower sworn ranks. Compared to the deputies' scores of 6.5 and detectives' scores of 6.6, civilians as a group have more respect for the public (7.0). They still fall below ranked managers, however.

Interestingly, Black respondents (who average 7.5 on the scale) display more respect for the public than do other ethnic groups, especially Caucasians (who average 6.6).

Civilians have much less contact with the public than do sworn personnel. Civilian employees have little contact with the public. They average 4.5 on the scale, far below all members of the sworn group except those on custody assignment (who average 3.7).

How Much Contact Do You Have With the Public:

*** Mean Values ***

Sworn Civilian

In Your Current Position 6.19 4.51

(Based on 9-point scale:

1 = none at all;

9 = a great deal)

Your Primary Function Is:

SW CI

A. To Arrest Criminals	3%	1%
B. To Serve the Public	18	20
C. Combination of Both A and B	42	7
D. Serve The Sheriff's Department	36	72

(SW = Sworn; CI = Civilian)

Most civilians think that their function is to serve the Sheriff's Department. About three-quarters of the civilian employees (72%) hold this opinion. Most of the remainder (20%) say that their primary function is to serve the public.

INTERRACIAL RELATIONS

Employees report being tolerant of racial or ethnic groups other than their own. On a 9-point scale extending from "not at all" to "extremely," employees average 7.3.

Three-quarters (77%) circle one of the top three points on the scale. There are slight differences by rank, with line employees the least tolerant. Interestingly, Black (7.8) and Hispanic employees (7.7) profess the greatest tolerance. Of course there are very strong cultural influences that help determine responses to this question. It is not considered acceptable to profess an intolerance of other ethnic groups.

Tolerance of Ethnic/Racial Groups:

	*** Mean Values ***	
	<u>Sword</u>	<u>Civilian</u>
Other Than Your Own	7.38	7.26

(Based on 9-point scale:

1 = not at all;

9 = extremely)

Tolerance of Other Ethnic Groups Over Past Year:

		*****BY RANK*****			
		<u>Det.</u>	<u>Sgt.</u>	<u>Lt.</u>	<u>Capt.+</u>
Increased A Lot	+5	8%	11%	21%	22%
	+4	14	28	23	37
Stayed The Same	+3	47	48	31	32
	+2	21	22	21	8
Decreased A Lot	+1	18	7	4	1

Tolerance of other ethnic groups has been decreasing. A more telling question is an assessment of changes in tolerance. Respondents were asked if their tolerance for other groups has increased or decreased since they joined the Department. Using a 5-point scale extending from "decreased a lot" to "increased a lot," significant numbers of line employees (31%) and lieutenants (25%) indicate that their tolerance has decreased.

Importantly, the decrease is localized mostly to deputies, detectives and sergeants (all of whom have a great deal of contact with the public) and more often to Caucasians (30%) than to members of other ethnic groups (14%).

Although most people say that their tolerance has not decreased, any negative movement on this scale is troublesome and should be countered.

RESOURCES

The needs of the public are greater than the Sheriff Department's ability to perform. This was a statement read to respondents, who were then asked for the extent of their agreement or disagreement. Most people (58%) agree, a proportion which includes 72% of the lieutenants and 81% of the employees with the rank of captain or higher.

Employees perceive the Sheriff's Department to be short of resources. In its attempt to meet the needs of the public, the Department is perceived to be short of resources.

The problem is most acute in terms of manpower and money. Respondents were asked to rate the amount of several types of resources currently available to the Department. They responded on 9-point scales extending from "not nearly enough" to "more than enough."

Availability of Resources:

	Mean Values	
	SW	CI
Administrative Supplies/Needs	4.96	4.91
Technical Equipment/Support	4.41	4.54
Financial	3.96	4.58
Personnel/Manpower	3.73	4.42

(Based on 9-point scales:

1 = not nearly enough;

9 = more than enough)

(SW = Sworn; CI = Civilian)

The Department is perceived to be particularly short of manpower. On the scale, sworn respondents average 3.9 while civilians average 4.4. Only 24% of the people provide responses higher than the midpoint.

A second severe shortage is in the area of financial resources. Respondents average 4.1 on this scale. (Male civilian employees are the least likely to see the financial shortage, as they average 5.4 on the scale. Others all average about 4.0.)

The problem is somewhat less acute in terms of technical equipment and support and administrative supplies. Using the same scale, respondents average 4.4. Again, male civilians are the least likely to see a shortfall of technical needs, as they average 5.2 compared to the remainder of respondents, who average 4.4.

Administrative supplies are considered to be the most plentiful of the four examined categories of resources. Respondents average 4.9 on the scale, close to the midpoint. Again male civilians are the least likely to see a shortage of administrative supplies (5.7).

The study of the world and its people is a vast and complex task. It requires a deep understanding of the natural world, the human mind, and the social structures that shape our lives. This is a journey that begins with a simple question: What is the world, and how do we fit into it?

In the beginning, the world was a blank canvas. The first humans appeared on the earth, and they began to explore and understand their surroundings. They learned to hunt, to gather, and to build. They discovered the fire, and they learned to use it. They began to create art, and they learned to communicate. They built societies, and they learned to live together. They discovered the stars, and they learned to navigate. They began to write, and they learned to record their history. They discovered the secrets of the earth, and they learned to use them. They began to create a world of their own, and they learned to live in it.

The world is a vast and complex place. It is full of wonder and mystery. It is a place of endless possibilities. It is a place where we can learn and grow. It is a place where we can find meaning and purpose. It is a place where we can live and thrive. The world is our home, and it is our responsibility to care for it. We must learn to live in harmony with the natural world, and we must learn to live together in peace and harmony. We must learn to use the resources of the earth wisely, and we must learn to protect the environment. We must learn to create a world that is better than the one we were born into. We must learn to live in a way that is worthy of the name of humanity.

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